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FOLLOW-UP TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION, 1984

Activities of the United Nations Population Fund

Report of the Executive Director of the United Nations Population Fund

SUMMARY

This report has been prepared in response to Economic and Social Council resolution 1987/72, in which the Council requested the Executive Director of the United Nations Population Fund (UNFPA), inter alia, to continue to submit to the Population Commission, on a regular basis, reports on the activities of the Fund. It examines the Fund's activities during the past three years, in particular as they relate to its efforts to strengthen the effectiveness of its programme. Chapter I focuses on the Fund's programme review and strategy development exercise; monitoring and evaluation activities; the Fund's new successor support-cost arrangements; and coordination and collaboration in population planning and programmes. Chapter II examines UNFPA's assistance to sub-Saharan Africa, and chapter III, UNFPA's capacity to address gender concerns. Chapter IV deals with topics of special interest. Chapter V highlights the Fund's financial, administrative and personnel matters. Chapter VI deals with the Fund's programme of work in family planning; information, education and communication; data collection and analysis; and population policy formulation. Finally, in chapter VII the report considers the importance of the upcoming International Conference on Population and Development as a vehicle for building global consensus on the major issues in the fields of population and development.

* E/CN.9/1994/1.

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INTRODUCTION

1. The present report has been prepared in response to Economic and Social Council resolution 1987/72, in which the Council requested the Executive Director of the United Nations Population Fund (UNFPA), inter alia, "to continue to submit to the Population Commission, on a regular basis, reports on the activities of the Fund".

2. This is the fourth such report from UNFPA to the Commission. The Fund's first report (E/CN.9/1987/5) provided a brief summary of the mandate and principles of UNFPA and the approaches the Fund uses to implement its programmes. The second report (E/CN.9/1989/6) highlighted the important developments that had taken place in the UNFPA programme in the two years since the first report. The third report (E/CN.9/1991/9) examined the activities of UNFPA in 1989 and 1990, in particular as they relate to the Fund's efforts to improve the quality, effectiveness and outreach of its programme.

3. The present report supplements the information provided in the third report, highlighting the Fund's efforts of the past three years (1991-1993) to strengthen the effectiveness of its programme.

I. STRENGTHENING PROGRAMME EFFECTIVENESS

4. During the past three years, UNFPA strengthened and refined its programming process, focusing on strategic programming and its requisite technical assistance, on closely associated monitoring and evaluation activities, and on programme collaboration and coordination. The aim of such efforts is sixfold:

(a) To help countries develop a comprehensive strategic framework for population activities, within the context of their overall development priorities and objectives;

(b) To provide coordinated, effective and timely support for national population programmes and policies;

(c) To ensure a systematic, integrated and coordinated approach to population issues at the national and regional levels;

(d) To promote and strengthen national capacity to formulate, execute, manage and coordinate population activities;

(e) To make state-of-the-art technical knowledge, analysis and research available to developing countries;

(f) To enhance the coordination of contributions for technical cooperation, both from within and from outside the United Nations system.

A. Programme review and strategy development process

5. The programme review and strategy development (PRSD) process is essential to effective programming. The exercise is organized by UNFPA in cooperation with the recipient Government to develop a coherent framework for a national population programme and help generate a consensus in support of it. It is designed to accelerate the impetus towards national execution of population programmes and to serve as a catalyst in the overall process of promoting self-reliance in designing, implementing and monitoring national population programmes. The PRSD exercise, which culminates in a four-to-six-week mission, analyses a country's current population status and needs, assesses past population programme activities, and makes recommendations in terms of an overall national strategy. It also helps to identify the most strategic areas for intervention by the Government, non-governmental organizations and donors.

6. Government participation is fundamental to the entire process. The Government is closely involved in all aspects, including the sectoral reviews of national population policies, objectives and goals and in the mission itself. The report prepared by the PRSD mission reflects the consensus worked out by the mission and the Government.

7. The mission's analysis and resulting recommendations are intended for all actors in national population programmes: the Government, domestic non-governmental organizations, the private sector, bilateral donors, international non-governmental organizations, and multilateral sources of population assistance. They are also used by UNFPA to develop comprehensive multi-year country programmes.

8. Collaboration with interested donors, either as team members or as observers, has increasingly become a regular feature of the PRSD exercise. Such collaboration heightens the utility of the recommendations in the development of a strategic framework for strengthening national population programmes.

9. The PRSD exercise has developed significantly, in both quantity and quality, since its introduction in 1989. In the past four years, 68 missions have been undertaken: 29 to Africa; 12 to Arab States and Europe; 15 to Asia and the Pacific; and 12 to Latin America and the Caribbean. Moreover, UNFPA has finalized the guidelines for the PRSD exercise and distributed them to the United Nations (including the regional commissions), relevant specialized agencies, selected non-governmental organizations and major donors.

10. The composition of the mission team is tailored, in consultation with the Government, to the particular needs and requirements of the national programme and its goals, priorities and objectives. This is reflected in the sectors discussed and the types of specialists involved. Similarly, the nature, objectives and priorities of the PRSD exercise are adjusted according to the level and complexity of population policies and programming in the country.

11. The value of the PRSD exercise is evident in the improvements in programming and in the follow-up activities in many of the participating countries. These include, among others, declarations of governmental support for population policies; modifications of institutional frameworks to

accommodate population activities; and improved coordination among donors. The exercises have also helped to mobilize national attention to population and development issues and attract assistance from both national sources and the international donor community.

12. The PRSD process is periodically reviewed and evaluated by UNFPA as well as by outside experts, in order to update and refine guidelines and to improve implementation of the exercise. Such reviews and evaluations also help UNFPA to identify ways to strengthen the UNFPA programming process as well as the overall programming process for population assistance. This, in turn, places UNFPA in a strong position to contribute to the formulation of the country strategy note, within the context of the coordinated United Nations contribution to the country's development strategy (see paras. 70-81 below).

B. Monitoring and evaluation activities

13. Systematic, timely and efficient monitoring and evaluation are indispensable to ensuring that population programmes produce effective results. UNFPA has a well-established system for monitoring and evaluation. It has evolved in recent years to reflect an increased awareness of evaluation as a useful management tool and as an important programming tool. It also reflects changes necessitated by the increased decentralization to UNFPA field offices of programming in general and of monitoring in particular. Moreover, in an effort to harmonize procedures as called for in General Assembly resolutions 44/211 and 47/199 (see paras. 70-81 below), UNFPA monitoring procedures closely follow those of UNDP.

14. UNFPA conducts four basic types of evaluations: project evaluations; country programme evaluations; intercountry evaluations; and thematic evaluations.

15. Project evaluations are conducted by national or international consultants or members of UNFPA country support teams (see below). The annual project report, which is prepared each year in accordance with UNFPA guidelines, serves as a mechanism for regular internal evaluation. The aim of those annual exercises is to assess the performance of a project in attaining its objectives and whether the project design and implementation plan are still relevant. The findings are used to help improve project performance. In addition, specific project evaluations may be conducted in mid-course or at the end of project implementation. The timing and methodology of those evaluations vary according to the size, complexity, substantive thrust of the projects and specific purpose of the evaluation.

16. During 1991-1993, UNFPA conducted evaluations of approximately 300 UNFPA-funded projects in all areas of the UNFPA programme of work.

17. Country programme evaluations are organized by the respective Geographical Division, usually near the end of a programme cycle as part of the larger PRSD exercise. The aim is to analyse the design and implementation of the country programme as a whole. With regard to programme design, such evaluations focus on the coherence of the programme in terms of the linkages between projects in

specific sectors and among projects in different sectors. The evaluations also examine the extent to which the programme design promotes self-reliance and addresses gender issues. The key implementation issues examined include the quality and adequacy of the technical assistance provided; the management and coordination of component projects; and the coordination of the programme with other population-related activities in the country. The evaluations also seek to identify the key factors that affect the pace and extent of implementation and to note lessons learned.

18. Intercountry programme evaluations refer to the evaluation of UNFPA-assisted interregional or regional activities that are executed by United Nations organizations or by non-governmental organizations. Such evaluations are initiated or managed by UNFPA's Geographical Divisions and/or Technical and Evaluation Division and are often conducted in collaboration with consulting experts or staff of the pertinent United Nations organization. The focus of these exercises varies according to the region, technical area and function concerned. In all instances, the emphasis is on the programme's relevance to needs at the country level.

19. Thematic evaluations assess, through case-studies of projects and programmes, the Fund's experience with particular programme approaches, substantive topics and execution modalities. Themes are selected on the basis of the magnitude of past financial contributions, problems encountered in design and implementation over the years, the anticipated level of demand for cooperation in a particular substantive area and the potential for contributing lessons for future programming.

20. A summary of the main findings and recommendations of the thematic evaluation are presented to the UNFPA Programme Committee, which decides on follow-up actions. UNFPA generally publishes reports on the evaluations and disseminates them to its field offices, concerned governmental authorities, United Nations organizations, non-governmental organizations working in the population field and interested academic institutions.

21. During 1991-1993, UNFPA conducted thematic evaluations on such activities as IEC projects in support of family planning service delivery; the effectiveness of UNFPA-supported income-generating activities in empowering women and in changing their reproductive goals and behaviour; quality of family planning services; and the local production of contraceptives.

22. UNFPA publishes the results of evaluations in a new publication called Evaluation Findings, which highlights key issues identified in the evaluation process in order to strengthen and expedite the feedback process. The new publication supplements the full evaluation report, which is published and disseminated as indicated above. The July 1993 issue focused on the Fund's evaluation of micro-enterprise projects for women and the linkages of such projects to family planning. The October 1993 issue focused on the evaluation of IEC support to MCH/FP. The January 1994 issue focused on the UNFPA evaluation of quality of family-planning services.

23. In the late 1980s, UNFPA established a lessons-learned database to facilitate feedback and use of evaluation results in the programming process. The increasing decentralization of programming and monitoring functions and the availability of new technology have made it necessary to upgrade the database. As a result, UNFPA is in the process of redesigning its evaluation database in order to make evaluation results more accessible to all UNFPA staff and to enable UNFPA to monitor more closely the quality of the evaluations undertaken.

C. Successor support-cost arrangements

24. High-quality technical assistance is a key factor in effective programming and essential to the success of national execution and decentralization. It is also the core of the Fund's successor support-cost arrangements, which were approved by the Governing Council in decision 91/37 of 25 June 1991. The new arrangements seek, among other things, to provide timely and effective country-level support for population programmes and policies in developing countries, to enhance and maximize the use of national and regional expertise in population activities, to use the most appropriate and competitive sources of technical assistance, to bring technical assistance and advice closer to field-level activities and to help Governments assume the management of UNFPA-funded programmes and projects.

25. The Fund's principal mechanism for providing technical assistance at the country level is the UNFPA country support team (CST), of which eight are now in operation. Six were established in 1992, and two became operational in 1993. The eight teams are distributed as follows: three covering the countries of sub-Saharan Africa (based in Dakar, Addis Ababa, and Harare); one in the Arab States region (Amman); three in Asia and the Pacific (Bangkok, Kathmandu, and Suva); and one in Latin America and the Caribbean (Santiago). Over 80 CST advisers have been recruited out of a total of 120 foreseen for a fully operational system at the end of 1994.

26. Complementing CSTs is a group of specialists and coordinators at participating agency headquarters and regional offices whose major function is to provide CSTs with state-of-the-art information and research in support of team efforts at the country level.

27. One of the most important objectives of the new arrangement is to ensure that countries will be able to draw upon high quality and relevant technical expertise, in a timely fashion, through CSTs. Technical back-stopping plans identify national technical back-stopping requirements and appropriate sources of assistance, whether national, CST and/or international. This is intended to help CST fulfil one of its major functions, which is to assist countries in all stages of programming, including the review of past programmes, formulation of a national population strategy and elaboration of country programmes.

28. In response to the needs identified in technical back-stopping plans, team members fielded missions to close to 100 countries during 1993. The teams participated in selected PRSD exercises (e.g., Chad, Islamic Republic of Iran, Maldives, and Zaire) and tripartite project reviews, helped in formulating and appraising selected country projects, and assisted UNFPA field offices in

monitoring the effectiveness of implementation of country programmes. Team experts also pooled their technical contributions in joint programming missions in Bangladesh, Chad, China, Lao People's Democratic Republic, Mali, the Philippines, Syrian Arab Republic, and Viet Nam.

29. To ensure that the teams effectively integrate available technical contributions and adopt a comprehensive programme approach, UNFPA arranged a series of orientation workshops for team leaders, both at UNFPA headquarters and at United Nations specialized agencies, and for CST members at team sites. Team leaders also visited the headquarters of the various specialized agencies in Paris, Rome, Geneva and New York and the headquarters of participating non-governmental organizations in New York, Amsterdam and Mexico City.

30. Another primary function of the teams is to help countries become self-reliant in population matters. This requires identifying and using national expertise and national institutions as the source of technical assistance in meeting a country's population needs. CSTs have begun to prepare rosters of national experts to be used as consultants and to train national counterparts, both formally, through organized workshops, and informally, as participants/observers on technical back-stopping missions.

31. As with any new arrangement, there was some uncertainty in the first few months on the part of those concerned (country directors, specialized agencies and Governments) as to exactly how the new system would function. Moreover, the initial technical back-stopping plans generally were incomplete and of poor quality, and thus of little use in planning the work of the teams. The technical back-stopping provided by headquarters specialists and regional coordinators has not kept pace with the needs of the teams, and Governments have been reluctant to use country programme resources to pay for the team members' travel and per diem, in particular since such services were perceived (erroneously) to have been provided free by regional advisers under the previous arrangement. There were also at times some discrepancies between the actual needs of the country and the skills represented on the team, and a lack of clear understanding of the terms of reference for technical back-stopping.

32. These and other operational concerns are being addressed through an inter-agency task force (composed of representatives from partner agencies), which meets twice a year. At the March 1993 meeting, task force members discussed policy issues encountered during the initial year of implementation. The task force also addressed issues concerning the relationship between CST advisers and their parent agencies and certain administrative arrangements between the two. Moreover, as required by Governing Council decision 93/27, in which the Executive Director is requested to make appropriate arrangements to improve the implementation of the technical support service arrangements, the task force meeting in December 1993 discussed, inter alia, the evaluation of incumbents and the distribution of technical support service posts vis-à-vis country needs. It also discussed arrangements for the independent evaluation of technical support service.

D. Promotion of coordination and collaboration

33. One of UNFPA's core aims and purposes, as set out in Economic and Social Council resolution 1763 (LIV) of May 1973, is to promote coordination and collaboration in population planning and programmes. Recognizing the importance of this for effective technical cooperation, UNFPA continued to place special emphasis on coordination and collaboration during the past several years.

34. As the Chair of the Joint Consultative Group on Policy (JCGP) during 1992, UNFPA devoted much attention to the initiatives of JCGP and its various working groups (e.g., harmonization of programme procedures and programme cycles; common premises; training; women in development; structural adjustment; and programme activities in sub-Saharan Africa). The Fund also chaired the high-level meeting of JCGP Executive Heads on the implementation of General Assembly resolution 47/199 on operational activities of the United Nations system.

35. UNFPA continued efforts to improve coordination with United Nations agencies and organizations, bilateral organizations and non-governmental organizations. For example, the Fund collaborated with the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) in developing and disseminating joint policy statements on MCH/FP and on cooperative programme activities at the country level. It also entered into cooperative agreements with the Organization of African Unity and the African Development Bank in order to improve collaboration on population and development planning and programming and to promote the regular exchange of information. The Fund also stepped up collaboration with the Commission of the European Communities (EC), instructing its field offices to meet regularly with EC field representatives to discuss potential country-level collaboration. The first agreement to emerge from such discussions was for EC participation in an MCH/FP project in the Syrian Arab Republic.

36. Through its global initiative on contraceptive requirements and logistics management needs, UNFPA collaborated with a number of bilateral and non-governmental organizations in planning and implementing in-depth studies on contraceptive requirements and logistics management needs in India, Nepal, Pakistan, the Philippines, Turkey, Viet Nam, and Zimbabwe.

37. Despite limited staff resources, the Fund devoted considerable time and energy to various coordination initiatives of the United Nations system of non-governmental organizations and other organizations active in the population and development field. UNFPA participated in the United Nations Joint Collaborative Mission to the Commonwealth of Independent States (CIS) in February 1992 and in the United Nations Task Force on the Newly Independent States, established in 1992, following donors' meetings in Washington, D.C., Lisbon and Tokyo. UNFPA also participated in the International Programme Advisory Panel and the International Medical Advisory Panel of the International Planned Parenthood Federation (IPPF).

38. The Fund has paid special attention to collaboration with the World Bank and the regional development banks, consulting regularly with them at both headquarters and country levels and pursuing collaborative programme initiatives in all regions. A report (DP/1993/34) submitted to the Governing Council at its

fortieth session provides a detailed account of those efforts. UNFPA and the banks are working to develop policies on collaboration and to issue clear directives on how to strengthen such collaboration.

39. UNFPA and UNICEF have reinforced and expanded complementary programme activities, building upon collaborative activities highlighted in their joint report to the Governing Council in 1992 (DP/1992/28). This can be seen in the greater synchronization of country programme cycles and in the higher degree of coordination and collaboration between the two organizations, especially in the field. The two organizations also heightened their collaboration on activities at the regional level.

II. STRATEGY FOR UNFPA ASSISTANCE TO SUB-SAHARAN AFRICA

40. In an effort to increase the effectiveness of its assistance in the region, UNFPA submitted to the Governing Council at its thirty-fourth session (1987) its strategy for assistance in sub-Saharan Africa (DP/1987/37). The strategy, which was approved by the Council in decisions 87/34 I and in 91/35 A, concentrated UNFPA assistance on four priority areas:

(a) Public information, education and communication programmes to encourage attitudinal and behavioural change;

(b) Efforts to integrate population into development planning and to formulate and implement population policies;

(c) Efforts to expand birth-spacing/family-planning information and service programmes;

(d) Activities to help improve the status of women.

41. UNFPA support for population activities in the region increased steadily and significantly from 1986 (the year before the adoption of the strategy) through 1990, as total expenditures (UNFPA regular and multi-bilateral resources combined) rose from $22.1 million per annum to $56.8 million per annum. The resource situation in 1991 permitted only a modest increment in that year, however: total expenditures increased by only $3.9 million, to $60.7 million. In 1992, total expenditures dropped by nearly $14 million, to $46.9 million. This absolute downturn in resources led to a loss of momentum in implementing important activities in the region. Total expenditures (provisional) dropped once again in 1993, to $45.8 million.

42. Expenditures of UNFPA regular and multi-bilateral resources between 1986 and 1993 supported activities in all major programme areas in the strategy. For example, depending on the year, family planning and closely associated IEC activities accounted for between 52 and 55 per cent of total expenditures; basic data collection and analysis, 16-19 per cent; population dynamics, 10-17 per cent; population policy formulation and population and development, 10-11 per cent; and special programmes, including those aimed at women and at youth, 2-6 per cent.

A. Progress in the main areas of the strategy

1. Population policy and development planning

43. A comparative analysis of field office responses to questionnaires in 1990 and late 1992 indicates that the number of countries that had established interministerial population commissions to coordinate and supervise population programmes increased from 14 to 22 during that period. The number of countries with population units also increased during the same period, from 29 to 33. In almost all these cases, UNFPA provided support to help establish and/or strengthen those population commissions and units.

44. The responses to the questionnaires also showed that UNFPA assistance helped 20 countries conduct demographic and health surveys; 10 to carry out general mortality studies; 22 to undertake fertility and contraceptive-use studies; 11 to conduct migration studies; and 10 to study the interrelationship between population and the environment. UNFPA also provided assistance to 24 countries to help conduct censuses, 17 to improve civil registration, and 5 to carry out studies on maternal mortality.

45. According to the responses from field offices, 33 countries now consider their population growth rates too high. This is up from 31 in 1990 and 25 in 1986. The reason most commonly given for this perception is that current population growth rates threaten economic and social development. Such perceptions have led 13 countries to adopt formal population policies - more than twice the number in 1987. Another 20 countries are in various stages of preparing such policies. A total of 19 countries have set targets for fertility, 21 have targets for migration, and 23 have targets for mortality.

2. Maternal and child health and family planning

46. The responses from UNFPA field offices indicate that 29 of 41 responding countries report significant progress during 1990-1992 in expanding their family-planning service networks, and 27 report an increase in the use of such services. Twenty-two countries report an increase in contraceptive prevalence. In spite of these increases, however, prevalence levels remain below 20 per cent in all but six countries.

47. When asked what provided the greatest opportunity to increase accessibility and hence contraceptive prevalence, 38 field offices identified strengthening and/or expanding family-planning services within government health facilities; 28 cited expanding the use of networks of non-governmental organizations; 14 recommended making better use of community-based distribution systems; 14 said increasing the involvement of private physicians and pharmacists; and 13 recommended making use of subsidized social marketing schemes.

48. The most often cited obstacles to increasing the use of family planning were, in descending order, the lack of public information in support of family planning (25 countries), opposition of cultural or religious groups (22 countries), poor quality of service (15 countries) inaccessibility of services (14 countries) and weak governmental support (13 countries).

3. Population information, education and communication

49. In order to increase awareness of population issues, build political and public support for population programmes, and create favourable attitudes towards and acceptance of family planning, UNFPA supported activities to incorporate population and family life education in formal school curricula in 30 countries. Progress has been slow, however, and most countries are still in the early stages of this process. Only three countries have introduced population or family life education in 50 per cent or more of their primary schools, and only eight have achieved similar levels of integration at the secondary level. The priorities identified in this area included the need to train teachers and develop textbooks and curricula; to sensitize both the public and educators themselves; and to establish special population education units within ministries of education.

50. In the non-formal sector, UNFPA assistance helped to reach a wide variety of audiences in 35 countries through various mass media, non-formal education programmes and outreach workers. The use of radio and television to transmit population and family life messages continued to increase in the region: 26 countries reported using radio frequently, while 15 said they used radio at least occasionally. Moreover, 9 countries reported using television frequently, and 26 reported using it occasionally. Outreach workers (e.g., health, agricultural) regularly transmit population/family life education messages in 21 countries and occasionally or irregularly in another 17. Indigenous media are used frequently in 3 countries and occasionally in 33 countries. Nine countries routinely make use of adult education and/or literacy programmes to transmit population messages, while 24 occasionally do so.

4. Women, population and development

51. When asked to identify the leading barriers to women's participation in population and development activities, UNFPA's field offices pointed to high fertility (37 countries), cultural factors (36 countries), poor educational opportunities (36 countries), discriminatory inheritance/ownership laws (29 countries), and discriminatory labour laws (10 countries). To help remedy these conditions, the field offices recommended giving priority to promoting family planning (38 countries), promoting more formal education, or at least literacy training, for women (37), strengthening women's organizations (30), and conducting research on the status of women (30).

52. In 1990-1992, UNFPA supported 40 special projects on women, population and development in 28 countries. The Fund also supported national women's organizations in 29 of the 31 countries in which such organizations were active in population activities, and provided support to help strengthen governmental women's bureaux in 28 countries.

B. Overall impact of UNFPA assistance

53. Of the 41 countries that participated in UNFPA's field office survey, 6 have made a solid beginning in the demographic transition (Botswana, Cape Verde,

Kenya, Lesotho, Swaziland and Zimbabwe). One, Mauritius, has reached replacement-level fertility. Smaller decreases in fertility have also been noted in Cameroon, Ghana, Senegal and Zambia. Nevertheless, the achievements in these 11 countries are more than counterbalanced by Angola, Central African Republic, Equatorial Guinea, Ethiopia, Gabon and Uganda, where total fertility is estimated to have increased, and by 24 others, where fertility seems to have remained more or less unchanged.

54. Still, there are positive signs that past investment in population programmes in the region has set the stage for declines in fertility and population growth. This can be seen first and foremost in the achievements in the 11 countries noted above. Secondly, recent evidence shows that fertility has declined in Nigeria, which accounts for 20 per cent of the total population of sub-Saharan Africa. And thirdly, there has been an upswing in contraceptive use in most of the countries in the region.

III. STRENGTHENING UNFPA'S CAPACITY TO ADDRESS GENDER CONCERNS

55. The Governing Council, in decision 91/35 A, taken at its thirty-eighth session, in June 1991, approved the extension for another four years (1991-1994) of the UNFPA strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development. The six principal activities that comprise the strategy are:

(a) To revise UNFPA programme and project procedures to make them more gender-sensitive;

(b) To train staff at all levels to enable them to sharpen their skills in incorporating gender into each of the Fund's programme areas;

(c) To collaborate closely with other United Nations agencies and organizations in activities concerning various aspects of women in development;

(d) To identify experts to provide technical support;

(e) To strengthen the role of non-governmental organizations;

(f) To enhance the information support system.

56. The Governing Council also approved the priority areas outlined in the status report that UNFPA submitted to the Council at that same session (DP/1991/32). They are:

(a) To design comprehensive training programmes in women, population and development (WPD) aimed at strengthening the Fund's ability to put WPD programmes on a firmer operational footing;

(b) To develop a comprehensive reporting mechanism to ensure more effective monitoring of the implementation of the strategy;

(c) To improve the technical dimension of assistance to programming of WPD activities;

(d) To strengthen links with local non-governmental organizations.

The Governing Council also encouraged the Fund to implement policy guidelines for the promotion of women in all population activities it assists.

A. Principal activities of the strategy

1. Programming procedures and guidelines

57. During the past three years, UNFPA has reviewed and updated its sectoral policy guidelines, check-lists and its guidelines for project formulation and appraisal in order to make them more gender-sensitive. As a result of such reviews, women's concerns are now well reflected in the Fund's guidelines for MCH/FP and IEC. UNFPA also thoroughly reviewed the guidelines for its PRSD exercise. The gender issue has been "mainstreamed" throughout the guidelines, and a special section has been included on women, population and development. These guidelines are now being implemented and are contributing greatly to the effective integration of gender concerns in the many country programmes UNFPA supports.

58. A 1992 review of the Fund's policy guidelines on women, population and development revealed that most UNFPA field offices felt that the UNFPA policy guidelines on women, population and development were adequate, albeit with some reservations. Some thought they were too broad, however, and a small number felt they were too narrow. The responding field offices said the guidelines should include more information on collaboration with other agencies and on economic activities for women.

2. Training

59. UNFPA has successfully incorporated training in women, population and development into its regular training programmes. This has contributed greatly to the objective of mainstreaming women's concerns throughout all the activities UNFPA supports. The Fund has also included women, population and development concerns in the orientation for field staff and for the leaders of the Fund's country support teams. Moreover, UNFPA is developing plans for future training in consultation with UNFPA Country Directors.

3. Development of a comprehensive reporting mechanism

60. In 1992, UNFPA analysed the information provided on UNFPA gender reporting forms, which had been designed the previous year to ensure that women would be involved in every phase of project development and implementation. The forms, which elicit information on women as participants and beneficiaries of UNFPA activities, must accompany all project submissions, including those approved in the field. The review indicated that the forms provided important information

on the gender dimension in UNFPA projects, but needed to be standardized and recorded in an accessible database.

4. Improving technical dimensions of WPD programmes

61. In order to improve the technical dimensions of women, population and development activities, UNFPA issues publications and reports, such as Women and Micro-enterprise Development; Women, Population and the Environment; South Asian Women; and the practical training guide, Incorporating Women into Population and Development: Knowing Why and Knowing How. The Fund also compiled and disseminated a set of well-designed model projects that illustrate effective approaches to addressing women's concerns.

B. Programming and project work

1. Activities

62. UNFPA made good progress in the past three years in the implementation of a number of projects in the area of women, population and development. For example, WHO executed a UNFPA-funded project to provide women's organizations with a better understanding of the interrelationship between women's health and the practice of family planning, and between women's health and their social and economic status. Under another project, the International Labour Organization (ILO) Training Centre in Turin helped train trainers to design and develop multimedia training materials for use in information campaigns in Ethiopia, Nigeria, Gambia and the Sudan.

63. UNFPA also continued to monitor ongoing WPD projects, including those dealing with women's economic activities. For example, the Fund organized a monitoring mission to China to review a project to improve the status of women through income-generating activities and family planning. The mission found that, overall, the project had been managed and implemented extremely well. The Fund also evaluated selected projects dealing with income-generating activities for women. UNFPA helped select the countries and identify the key issues to be evaluated, prepared concept papers on income-generating activities and women's economic activities, and briefed mission members. The evaluation focused on such issues as the viability of the enterprises supported, the effectiveness of the mechanisms used to provide credit, the linkages between women's economic activities and use of family-planning services, the effectiveness of executing agencies, and collaboration with other donors.

2. Inter-agency collaboration

64. UNFPA collaborated closely with partner United Nations agencies and organizations in various activities designed to improve the role and status of women in development activities. For example, the Fund participated in and served as chair of the JCGP subgroup on women in development. UNFPA and UNICEF co-funded a symposium, Women and Children First, which examined the impact of poverty and environmental degradation on women and children and assessed the

real and potential contribution of women and children to sustainable development. The Fund also participated in inter-agency meetings on women and the International Year of the Family, organized by the Division for the Advancement of Women of the United Nations Secretariat; in preparatory meetings for the 1995 World Conference on Women; and in seminars on women and poverty and women in development, also organized by the Division for the Advancement of Women. The Fund also participated in the technical discussions on women, health and development at the WHO World Health Assembly in May 1992.

IV. TOPICS OF SPECIAL INTEREST

A. Global initiative on contraceptive requirements and logistics management needs

65. In response to Governing Council decision 89/46 I, UNFPA undertook a study to estimate contraceptive requirements throughout the developing world in the 1990s. Working closely with selected developing countries, other United Nations organizations, bilateral agencies and non-governmental organizations, the Fund designed a methodology to determine and project contraceptive needs. In the course of the study, UNFPA convened four expert group meetings, at which the study's objectives, methodology, initial findings and preliminary conclusions were discussed.

66. Based on the recommendations of a consultative group meeting that discussed the findings of the study, UNFPA, in close association with interested organizations, began efforts to prepare more detailed estimates of contraceptive requirements in 17 selected countries and to explore such areas as programme needs so as to ensure the effective and coordinated procurement and distribution of contraceptives, options for local production and future resource needs. A subsequent consultative group meeting recommended that UNFPA conduct in-depth country studies in 12 countries over the next three years.

67. In June 1991, the Governing Council, after reviewing the report of the Executive Director on contraceptive requirements and demand for contraceptives in developing countries (DP/1991/34), requested UNFPA, inter alia, to develop and refine country-specific estimates for contraceptive needs and to assist developing countries to build up national capacity with a view to achieving self-reliance in the area of contraceptive supply and management (decision 91/35 A). The following year, UNFPA organized in-depth country studies of contraceptive requirements and logistics management needs in four countries (India, Nepal, Pakistan and Zimbabwe), each of which was carried out by a team of experts who visited the countries as part of a mission fielded by UNFPA. Where possible, specialists from the various collaborating agencies and organizations helped to organize, and participated in, the missions. In 1993, the Fund organized similar missions to the Philippines, Turkey and Viet Nam.

68. UNFPA has published the final reports on the studies for India, Nepal, Pakistan, Turkey and Zimbabwe. Draft reports on studies for the Philippines and Viet Nam have been completed.

69. Based on the recommendations of a consultative meeting on methodologies for estimating contraceptive requirements, organized by UNFPA in April 1993, UNFPA is in the process of preparing, in collaboration with Governments and with technical support from the Population Council, global estimates of contraceptive requirements for the period 1994-2005. The Fund will report the findings of this study to its governing body in 1994.

B. UNFPA follow-up to General Assembly resolution 47/199

70. Following the Secretary-General's comprehensive triennial review on the status of operational activities of the United Nations system (A/47/419 and Add.1-3), the General Assembly adopted resolution 47/199, in which it brings together a wide range of elements that constitute a comprehensive development framework to coordinate and harmonize the delivery of United Nations development assistance to recipient countries.

71. UNFPA, which fully supports the tenets of resolution 47/199, has been actively involved, inter alia, in the elements of it discussed below.

1. Country strategy note

72. Resolution 47/199 stresses that a country strategy note should be formulated by interested recipient countries with the assistance of and in cooperation with the United Nations system under the leadership of the Resident Coordinator. One of the goals of the country strategy note is to ensure that the assistance provided by the United Nations system is effectively integrated into the development process of countries.

73. The Fund's extensive programming experience, particularly that gained through PRSD exercises, has put UNFPA in a strong position to contribute to the formulation of the country strategy note. The PRSD exercise has led UNFPA, quite naturally, to cooperate closely with Governments and with other organizations of the United Nations system - most notably, UNICEF. In addition, UNFPA has actively participated in relevant inter-agency forums organized to ensure a systematic, integrated and coordinated United Nations contribution to the strategy note. The Fund recently participated in the system-wide workshop held at the ILO centre in Turin as part of its ongoing efforts to brief United Nations field and headquarters staff on how to maximize the impact and effectiveness of UNFPA contributions in the strategy note formulation process.

2. Harmonization of programme cycles

74. UNFPA, together with the executive heads of its partner organizations of JCGP, agreed in January 1993 to continue to explore ways of further harmonizing the programme cycles of their organizations and of adapting those cycles to national development plans. The Fund has also issued instructions on bridging arrangements to bring its programme cycles in line with national planning cycles, with the understanding that others, particularly UNICEF and UNDP, will do the same. UNICEF, UNDP and UNFPA sent a joint executive letter to their

respective field offices as part of their efforts to further harmonize programme cycles.

3. Programme approach

75. In resolution 47/199 the Secretary-General is requested to promote an early agreement on a common interpretation of the programme approach for the United Nations system as a whole. UNFPA is participating in JCGP efforts, notably coordinating workshops at the ILO International Training Centre in Turin, to reach a common understanding of the programme approach. The Fund has also participated in the working group of the Consultative Committee on Programme and Operational Questions (CCPOQ) that has developed system-wide objectives, definitions and guiding principles of the programme approach, and it has agreed on a text that could be incorporated into the progress report being prepared by the Secretary-General on the implementation of resolution 47/199. Moreover, UNICEF, UNDP and UNFPA recently signed an agreement on an integrated development package with the Governorate of Assuit in Egypt. The Fund is also participating in interorganizational efforts to promote such a programme approach in other countries.

4. National execution and national capacity-building

76. In resolution 47/199 national execution is confirmed a principal tenet of development assistance provided by the United Nations system and the Secretary-General is requested to promote an early agreement on a common interpretation of national execution to be applied to the United Nations system. In its report to the Governing Council on UNFPA guidelines on national execution (DP/1992/29), UNFPA reaffirmed its commitment to strengthening national capacity to manage population programmes. Moreover, as part of its efforts to strengthen national execution of UNFPA-funded activities, the Fund organized regional workshops in Manila, the Philippines, and in Kingston, Jamaica, to train national staff in UNFPA finance and accounting procedures.

5. Technical support services

77. UNFPA's new successor support-cost arrangements are in consonance with resolution 47/199, in which is stressed the need for the United Nations development system to improve its effectiveness and efficiency in delivering assistance, strengthen its capacity to provide policy and technical assistance and advice, and give increased priority to assisting recipient countries in building and/or enhancing the necessary capacity to undertake national execution.

6. Decentralization

78. The Fund's policy of decentralizing programming and project approval authority to the field level is long-standing and well advanced. In general, UNFPA's aim has been threefold: to enable UNFPA Representatives and Country

Directors to respond more quickly and effectively to emerging needs; to improve the quality and coverage of programmes and projects; and to speed up programme delivery. The Fund has also sought to enhance the managerial capacity of field offices through training, staff transfers and staff recruitment.

79. To further streamline its decentralization process, the Fund prepared revised guidelines on decentralization allowing for far greater approval authority at the field level. UNFPA is also in the process of extending total approval authority to selected countries on a trial basis and strengthening financial control systems in order to enhance accountability at the field level. The Fund will make use of the services of UNDP's Roving Finance Officers and join UNDP in its efforts to simplify work methods and improve financial monitoring and internal auditing of financial transactions at the field level through the regional service centres that UNDP is establishing.

7. Rules, formats and procedures

80. In resolution 47/199 common and simplified formats, rules and procedures that are critical for a successful shift to a programme approach are stressed. UNFPA is working closely with partner JCGP organizations in preparing a common manual on reviewing and harmonizing procedures. The Fund also participates in the Inter-Agency Working Group on Evaluation, which is currently reviewing elements for collaboration in the area of evaluation, and in the JCGP Working Group on Management Audit Systems. UNFPA is also reviewing its own programming and project procedures in order to further simplify and harmonize such procedures.

8. Resident coordinator system

81. As stressed in resolution 47/199, the strengthened resident coordinator system is an integral component in improving the delivery of technical assistance to recipient countries while ensuring a greater degree of coordination at the country level, through, inter alia, the country strategy note. UNFPA is working closely with all concerned to explore additional ways to strengthen the resident coordinator system. The Fund supports the move called for in the resolution to widen the pool of candidates to serve as resident coordinators and to select resident coordinators who have relevant system-wide development experience along with managerial and team-building skills. UNFPA advocates increased transparency in the selection and placement process and believes that the process should be carried out on a more equal basis among JCGP partners.

C. UNFPA follow-up to the United Nations Conference on Environment and Development

82. UNFPA has responded to the United Nations Conference on Environment and Development (UNCED) process in four ways. First, the Fund participated in the process itself. It seconded a staff member to the UNCED secretariat from January 1991 to July 1992 and participated in and contributed to the various

UNCED preparatory committees and expert meetings. Secondly, UNFPA is reviewing its activities in order to bring them in line, wherever relevant, with the intentions and prescriptions of Agenda 21 and the structural changes taking place in the United Nations system as a result of the UNCED process. Thirdly, the Fund is building upon UNCED's achievements in the population field in its preparations for the 1994 International Conference on Population and Development, one aim of which is to gain greater acceptance of population issues as vital to the preservation of the environment and achievement of sustainable development. Fourthly, UNFPA is participating in both the Inter-Agency Committee on Sustainable Development (IACSD) and the JCGP Advisory Group on the Environment.

83. As part of its follow-up to UNCED, UNFPA has identified those chapters and programme areas of Agenda 21 that are at or near the core of UNFPA's concerns and mandate and have programmatic, institutional and financial implications for UNFPA. They are (in order of appearance): combating poverty (chap. 3); demographic dynamics and sustainability (chap. 5); global action for women towards sustainable and equitable development (chap. 24); children and youth in sustainable development (chap. 25); financial resources and mechanisms (chap. 33); and international institutional arrangements (chap. 38).

1. Programmatic implications

84. UNFPA is developing guidelines for integrating environmental goals and considerations into population policies and programmes. The Fund is also expanding its programme in the area of population and environment. For example, UNFPA currently supports research projects dealing with women, population and the environment; the relationship between population pressures, poverty and environmentally endangered areas; sustainability in the context of the interrelationship of environment, consumption and population; and environmental refugees. UNFPA is also supporting a major project that seeks to integrate population concerns into environmental and development planning in small island States of the South Pacific, which is being implemented by the South Pacific Regional Environment Programme, and a project to develop a research agenda for population and environmental issues, being carried out by the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat.

85. In order to facilitate and promote the further development of the Fund's programme in population, environment and development, UNFPA organized a round table of experts from developed and developing countries who were familiar with their Government's thinking on population and environment. The round table also formed part of the preparatory process of the International Conference on Population and Development.

2. Institutional implications

86. Recent changes in the structure of the United Nations system as a result of the UNCED process call for considerable institutional adaptation on the part of UNFPA. Such changes include, among others, the restructuring of ACC, the

establishment of the Commission on Sustainable Development and IACSD, and the establishment of the new Department for Policy Coordination and Sustainable Development, within which the secretariat of the Commission on Social Development is located. The Fund has taken steps to improve coordination and cooperation with other United Nations agencies and organizations in order to help it carry out the new responsibilities it has assumed as a result of Agenda 21.

3. Financial implications

87. Chapter 5 of Agenda 21 assigned to UNFPA a leading role in ensuring that adequate funding is available to meet the rapidly growing demand in the population field. This responsibility goes beyond securing financial support for UNFPA's own activities. The Fund has consequently reviewed the adequacy of its fund-raising strategy, including institutional arrangements and activities designed to carry it out, with a view to strengthening it through, inter alia, the formulation of medium- and long-term goals.

V. FINANCIAL AND ADMINISTRATIVE MATTERS

A. Financial highlights

88. Total income in 1992 increased by $14.2 million, or 6.3 per cent over the 1991 income of $224 million. Total contributions pledged by 105 Governments in 1992 reached $233.8 million, an increase of $13.1 million in dollar terms, or 5.9 per cent over the $220.7 million pledged in 1991. Interest income amounted to $3.1 million, or 1.3 per cent of total income. Other miscellaneous income and adjustments, including revaluation of currencies and gains/losses on currency exchange, totalled $1.3 million. The 6.3 per cent increase in income in 1992 was, in large part, the result of gains from favourable exchange rates, as payments in currencies other than the United States dollar accounted for the majority of the contributions to UNFPA.

89. Total expenditures in 1992 were $193.6 million, a decrease of $35.5 million, or 15.5 per cent, compared to 1991 expenditures. Under support-cost arrangements prior to 1992, United Nations executing agencies were reimbursed support costs at the rate of 13 per cent of the total project expenditure executed by the agency, and some of the costs of technical advisers covered under the new arrangements for technical support services 1/ were financed from intercountry programmes. Under the new support-cost arrangement, UNFPA reimburses United Nations executing agencies for administrative and operational services costs at the rate of 7.5 per cent of country project expenditures executed by agencies. Programme expenditures in 1992, which amounted to $151 million, constituted 78 per cent of the total expenditures, compared to 81.5 per cent in 1991. The administrative and programme support services expenditure in 1992, comprising the headquarters administrative budget and total field office costs, amounted to $42.6 million, or 22 per cent of total expenditures compared to $42.3 million, or 18.5 per cent of total expenditures in 1991.

90. The field office expenditure on administrative and programme support services in 1992 totalled $18.8 million. This compares to all field office costs of $18.7 million in 1991. Technical support service costs in 1992 were $14.5 million and administrative and operational service costs were $8.3 million, for a total of $22.8 million, or 11.8 per cent of total expenditure. Agency support costs were $15 million, or 6.5 per cent of total expenditure in 1991. For the reasons mentioned above, these amounts are not directly comparable to technical support service and administrative and operational service expenditures in 1992. In 1992, administrative and operational service costs were composed of the reimbursement to United Nations executing agencies for support services to country projects ($4.9 million), payment of overhead charges to non-governmental organizations ($1 million), reimbursement to UNFPA derived from procurement services provided to government-executed projects ($1.1 million) and overhead charges assessed to government-executed projects ($1.3 million).

91. In 1992 the United Nations executing agencies, including the regional commissions, executed projects amounting to $50.1 million, compared to $91.4 million in 1991. Governments, with the assistance of UNFPA field offices, executed $27.5 million in 1992, compared to $30.9 million in 1991. Expenditures for government-executed projects did not include $4.1 million of advances to Governments, which at year-end were held by Governments and not reported as expenditure. UNFPA-executed projects totalled $31.2 million in 1992, compared to $29.5 million in 1991, and included procurement assistance in respect to government projects amounting to $21.8 million in 1992, compared to $13.4 million in 1991. Programme expenditures for projects executed by non-governmental organizations and other agencies, such as intergovernmental institutions and academic and research centres, were $19.4 million in 1992, compared to $20 million in 1991. Expenditures for projects executed by non-governmental organizations in 1992 did not include $4.4 million of advances to non-governmental organizations, which at year-end were held by those institutions.

92. Projects executed by the United Nations and its specialized agencies and regional commissions amounted to $50.1 million, or 39.1 per cent of project expenditures of $128.2 million in 1992. Governments executed $27.5 million, or 21.5 per cent of project expenditures in 1992. Non-governmental organizations and other agencies, including intergovernmental institutions, executed $19.4 million, or 15.1 per cent of project expenditures in 1992.

B. Administration and personnel

93. As of 1 January 1994, in accordance with Governing Council decision 93/27 of June 1993 and previous decisions of the Governing Council on staffing, the total number of authorized budget posts for the biennium 1994-1995 is 837, comprising 180 Professional and 657 General Service staff. These include 105 Professional and 135 General Service posts at headquarters, 2 Professional and 2 General Service posts in Geneva, and 73 Professional and 520 local General Service posts in the field.

94. The percentage of women among UNFPA's Professional staff at headquarters and in the field reached 44 per cent in 1993, one of the highest among United Nations agencies and organizations. UNFPA expects to maintain this level in the coming year.

VI. UNFPA PROGRAMME OF WORK

A. Family planning

95. UNFPA has vigorously promoted the concept of family planning as a basic human right, based on the principle of informed and voluntary choice. It has emphasized the importance of providing quality family-planning services to both men and women as a means of helping them plan the size of their families and to safeguard women's reproductive health.

96. Such concerns are reflected in the Fund's draft policy note on reproductive health, which UNFPA prepared in 1993 to give clearer guidance in this area. The draft note does not substantially alter the Fund's current policy guidelines on family planning but begins to reorient them in light of changing needs and in recognition of the fact that quality reproductive health care is essential for the improved health and status of women. The draft note also emphasizes the special needs of adolescents and strongly encourages the constructive and supportive involvement of men in family planning and reproductive health care.

97. UNFPA has also stressed the importance of meeting individual needs and unmet demand as one of the most effective ways of attaining national demographic goals. The Fund therefore has helped Governments provide such services through comprehensive programmes integrating family planning into maternal and child health care and into reproductive health programmes. It has also sought to integrate family-planning services into public, private and non-governmental organization service-delivery networks in all sectors.

98. Such programmes typically seek, inter alia, to provide a wide choice of safe and effective contraceptive methods; provide information and counselling to help users select and practise contraception effectively; make clinical and referral services available for methods that require them; and train service providers in family-planning techniques and counselling and in educating others in responsible sexual behaviour and responsible parenthood.

99. The Fund has stepped up efforts to strengthen community participation in programmes, providing support to train local staff in how to motivate people to use contraceptives and how to involve the community in the distribution of contraceptives. UNFPA has also sought to draw attention to the urgent family planning and reproductive health needs of women caught in catastrophic situations and to generate support for activities to address those needs. The Fund thus has prepared a draft position paper on UNFPA assistance to people in emergency and difficult situations, placing emphasis on the special needs of women. The paper is intended to serve as the basis for collaboration between UNFPA and those agencies and organizations in and outside the United Nations system that deliver aid to refugees and displaced persons.

100. During 1991-1993, UNFPA supported numerous activities to strengthen and expand family-planning services, especially in rural and remote areas. For example, in sub-Saharan Africa, where the total fertility rate is estimated at six births per woman, 29 out 41 countries reported significant progress in expanding their family-planning networks. Two thirds indicated an increase in the use of such services. Evaluations of individual countries in Africa, however, showed mixed results. The proportion of governmental health facilities offering family planning ranged from 1 per cent in one country to 100 per cent in three countries. Moreover, in some countries, services were provided only sporadically; in others, they were not promoted as openly and enthusiastically as other health-related services.

101. In the Arab States, where the total fertility rate is 5.2, contraceptive use continued to increase markedly. Eight countries now have contraceptive prevalence rates of 32 per cent or higher. Three of the eight have rates of 50 per cent or higher. Still, fertility and contraceptive rates differ markedly between rural and urban populations. As a result, improving people's access to family-planning services, particularly in rural areas, remains a primary objective of population programmes in most Arab countries.

102. In Asia and the Pacific, where the total fertility rate is 3.1, UNFPA emphasized safe motherhood in the new generation of activities in a number of countries and provided contraceptives to numerous others. The Fund also supported a wide range of activities to further integrate family planning into primary health-care networks, improve the quality of existing services and extend integrated MCH/FP services to poor and remote areas. Despite considerable success in those areas, however, fertility remained high in South Asia, with rates averaging 4.7 children per woman. UNFPA responded to the special needs of the subregion by supporting activities to improve access to and strengthen the management of quality family-planning services.

103. In Latin America and the Caribbean, with a total fertility rate slightly higher than 3, the Fund devised a strategy to improve women's reproductive health, especially of poor women and adolescents, with an emphasis on reducing abortion and adolescent pregnancy and increasing contraceptive prevalence. UNFPA helped countries to develop activities to improve the quality of reproductive health care, provide effective counselling, enhance the delivery of family-planning services and expand the mix of available family-planning methods. In the European region, UNFPA assistance continued to focus on efforts to reduce the high incidence of abortion and the relatively high rates of infant and maternal mortality.

104. UNFPA provided assistance to help organize a regional conference on family planning, which was held in Tehran, Islamic Republic of Iran, in September 1993. The meeting, which was attended by 72 participants from 17 Asian countries, focused on the acute problems facing the six newly independent Central Asian republics in the delivery of family-planning services. The problems include, the lack of contraceptive commodities, the need for training for clinical staff in counselling and modern contraceptive methods, the absence of support IEC services, and the need to reduce therapeutic abortion.

105. UNFPA also explored new ways of financing family-planning programmes. The Fund provided assistance to conduct case-studies on "cost recovery and family planning programme sustainability" in six countries (Brazil, Colombia, Egypt, Kenya, Indonesia and Thailand) and carried out an in-depth review and appraisal of the most relevant experiences and lessons learned in that area world wide, to be used as background information for a consultation scheduled for March 1994.

Human immunodeficiency virus/acquired immune deficiency syndrome (HIV/AIDS)

106. In keeping with its mandate, UNFPA focused on the following activities:

(a) Incorporating AIDS-related components in population, family life and family-planning education and communication programmes;

(b) Providing information/counselling on AIDS prevention, and distributing condoms as part of MCH/FP service programmes;

(c) Including AIDS education and information components in all pertinent training programmes, particularly those for MCH/FP providers;

(d) Conducting socio-demographic, operational and biomedical research.

107. To help coordinate activities to prevent the spread of HIV/AIDS, UNFPA participated in the Management Committee of the WHO Global Programme on AIDS (GPA), the Inter-Agency Advisory Group on AIDS and the United Nations working group study on a joint, co-sponsored United Nations programme on HIV/AIDS. The Fund also worked closely with the WHO Global Programme on AIDS in preparing estimates of condom requirements for HIV/AIDS prevention as part of the country studies conducted within the framework of the Fund's global initiative.

108. The Fund participated in a round table entitled Population Policies and Programmes: the Impact of AIDS, which was organized by the Development Forum of the German Foundation for International Development, in close collaboration with UNFPA. The round table, which met in Berlin in September/October 1993, focused on three main issues: the demographic impact of HIV/AIDS; the impact of HIV/AIDS on family and social well-being; and policy and programmatic issues related to AIDS and family planning. The round table concluded, among other things, that AIDS was unlikely to have a significant effect on population growth rates at either the global or the country level. The more urgent issue was the impact of AIDS on social and economic development due to the increasing rates of premature death among those in the most productive sectors of the population.

109. UNFPA also prepared and distributed its "AIDS Update". The "Update" gives detailed information on UNFPA support for AIDS prevention activities in four main areas: supply of condoms; AIDS training for MCH/FP providers; AIDS education - both in- and out-of-school programmes; and AIDS education in general IEC programmes. The Fund also regularly circulated information on materials on AIDS to all its field offices.

B. Information, education and communication

110. The Fund's family planning efforts received strong support from closely associated information, education and communication activities. Such activities were instrumental in generating political and public support for population activities as an integral component of sustainable development, creating favourable attitudes towards and increasing the acceptance of family-planning services, and addressing key concerns of target groups.

111. In order to strengthen the coordination between IEC activities and family planning service-delivery systems, UNFPA evaluated the extent to which those two components reinforced one another in UNFPA country programmes, then prepared guidelines to increase such coordination. This has resulted in a growing number of new IEC projects in support of family planning activities.

112. Key UNFPA-supported IEC activities include, among others, helping countries to develop comprehensive national population IEC strategies; sensitizing decision makers and religious and community leaders about family planning, both as a basic human right and as a health measure; integrating information and education components into MCH/FP and reproductive health care programmes; incorporating population and family life education into school curricula and into out-of-school programmes; and conducting research to help in the design of appropriate messages to reach target groups. Peer education and youth-to-youth counselling on adolescent reproductive health proved to be particularly innovative and successful approaches in a number of countries.

113. In support of such activities in anglophone Africa, UNFPA helped organize two pilot courses as part of a regional training programme: one focused on IEC strategy development and programme management; the other on audience research and message design. This was part of a larger UNFPA effort to design effective training strategies to build up the technical skills of IEC staffs of anglophone and francophone Africa. The Fund also reviewed curricula and materials of 14 francophone African countries in order to help them assess progress in introducing population education into their school systems. UNFPA also helped African countries to incorporate family planning messages into a number of innovative IEC approaches, including radio "soap operas" and folk dramas.

114. Youth-to-youth IEC activities in several Arab countries helped educate young people about family planning and responsible parenthood and married adolescent girls about the effects of early child-bearing. IEC activities in Asia and the Pacific focused on providing support for MCH/FP services. The Fund also addressed the special needs of adolescents through population education courses in primary and secondary schools as well as through information and education activities aimed at out-of-school youth. UNFPA supported numerous IEC activities in Latin America and the Caribbean to help prevent adolescent pregnancy. They ranged from providing training in sex education to future schoolteachers to including counselling on birth-spacing and breast-feeding in the information activities of community health agents to producing educational videos, radio programmes and information bulletins.

115. In 1993, UNFPA issued a technical paper proposing a reconceptualization of population education. The paper, which was distributed in four languages,

stressed the need to ensure that course content is clear and appropriate to the age level of the students and that it contributes directly to the objectives of national population education programmes. It also suggested a number of high priority areas in terms of course content and proposed various approaches to avoiding needless controversy, including efforts to involve parents and community leaders early on in the process.

116. The Fund also issued a technical paper on developing IEC strategies for population programmes. The purpose of the paper is to help clarify the scope of population IEC activities in the context of the programme approach and to stress the various operational levels of IEC strategies. The paper proposes a step-by-step approach to developing an IEC strategy, defines the type of research needed at each step of the process, and provides some key lessons learned.

117. UNFPA co-sponsored two major international meetings on education in 1993. The first was the International Congress on Population Education and Development, held in Istanbul, Turkey, and conducted in conjunction with the United Nations Educational, Scientific and Cultural Organization (UNESCO). Representatives from 90 Governments endorsed a declaration and framework for action in support of population education at all levels of school systems. The second was the Education for All Summit of Nine High Population Countries (E-9 Summit), held in New Delhi, India, and co-sponsored by UNESCO and UNICEF. The Summit drew attention to the importance of education in terms of its impact on development, fertility and the advancement of women.

C. Data collection and analysis, and population and development

118. UNFPA continued to assist developing countries in generating population data and in enhancing their capacity to collect, analyse and disseminate population data on a timely basis. In sub-Saharan Africa, for example, the Fund designed a special social-research programme to help participating countries collect and analyse relevant data on fertility and mortality as well as on the performance of MCH/FP programmes and the impact of socio-cultural and economic variables on population dynamics. UNFPA also sought to strengthen the effectiveness of specialists on UNFPA country support teams in responding to requests concerning different aspects of data collection and analysis.

119. UNFPA maintained an ongoing dialogue with specialists from both developed and developing countries on census and survey methodologies and closely followed innovative developments in census-taking and design in developed countries. Preliminary studies are under way at UNFPA and at the Statistical Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat to establish mechanisms to further enhance the capability of developing countries to undertake censuses and to establish innovative methodologies, techniques and procedures to ensure cost-effectiveness, increased accuracy and timeliness in the production of population census data. UNFPA has been organizing an expert consultative meeting on improving census and survey methodologies, to take place in early 1994, bringing together specialists from developed and developing countries.

120. UNFPA has continued to provide assistance to develop user-friendly computer software for processing population data in support of population policy activities. Especially successful has been the POPMAP package, which enables users to create population-relevant databases and map them for different levels of administrative units of a country. This allows planners and policy makers to link population information with other relevant social and economic data, which in turn facilitates more relevant planning of concrete population activities. UNFPA has also provided support for the development of a software package that will enable users to disaggregate data for selected variables by individual countries and blocks of countries and by subregions within countries. The Fund also prepared an overview of population-related software in developing countries, which was presented to the twenty-second General Conference of the International Union for the Scientific Study of Population (IUSSP), in Montreal, in August 1993.

121. UNFPA provided support for training for some 175 middle-level professionals from 59 developing countries through its Global Programme of Training in Population and Development. The Fund also helped the Institut de formation et de recherche demographiques (IFORD) in Cameroon and the Regional Institute for Population Studies (RIPS) in Ghana to restructure their programmes to include training on population and development in order to help policy makers and planners respond to emerging needs brought about by political and administrative decentralization and by short-term structural adjustment programmes.

122. UNFPA has provided support for research studies on various aspects of migration. One study, being executed by the International Organization for Migration (IOM), is analysing present and future emigration flows from developing to developed countries and between developing countries. Another study, being executed by the Economic Commission for Europe (ECE), is collecting data and developing a database on migration in the European region. A third study, being executed by the United Nations, is compiling a compendium of national policies regarding international migration. A fourth study, being executed by the Centre for Applied Research on Population and Development (CERPOD), is analysing migration trends in the Sahel for use in policy formulation.

123. UNFPA and the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat jointly organized an expert group meeting on population and migration in Santa Cruz, Bolivia, in early 1993, as part of the substantive preparations for the International Conference on Population and Development. The Fund also participated in a meeting on migration and international cooperation, organized by the Organisation for Economic Cooperation and Development (OECD) in March 1993, in Madrid, and in a workshop on migration and sustainable human development, organized by UNDP and IOM in Buenos Aires in November 1993.

124. UNFPA also provided support for several important United Nations research projects. For example, the Population Division started a new research project to study the health implications of sex discrimination in childhood. It prepared nationwide comparisons of sex differentials in child mortality and reviewed cultural and socio-economic determinants of excess female child mortality. The Population Division also began a study to examine the family

building process in different countries. Its aim is to make family planning policies and programmes more responsive to the needs and aspirations of couples and individuals at different stages of family building. The study involves original analysis of data gathered in recent fertility surveys in a wide range of countries and of studies examining the interrelationship between population growth and poverty and between population pressure and resources.

125. The Statistical Division organized an inter-agency working group to discuss how best to collect and use data to measure progress towards certain social goals. In assessing the minimum data requirements for measuring social progress, the working group came up with 28 statistical indicators and six indicators on the situation of women as the minimum data requirement for achieving the adopted social goals. Moreover, the Division further developed statistical methods, such as rapid assessment techniques, and prepared related technical studies, manuals and guidelines to assist countries in efforts to measure and monitor progress towards social and human development goals.

126. UNFPA demonstrated its continuing commitment to improving statistics on women by providing funding for the United Nations Women's Indicators and Statistics Database for Microcomputers (WISTAT), the authoritative source of statistics on women world wide. WISTAT covers nearly all countries and territories and most fields of social and related statistics and is the main source of statistics for reports prepared by the Commission on the Status of Women and the Committee on the Elimination of Discrimination against Women.

127. As part of its follow up to the United Nations Conference on Environment and Development, UNFPA issued a publication entitled Population in the 21st Century: UNFPA and Agenda 21. UNFPA also participated actively in the preparatory activities of the Global Conference on the Sustainable Development of Small Island Developing States and the World Summit for Social Development.

VII. FROM RIO TO CAIRO: BUILDING A GLOBAL CONSENSUS

128. At the United Nations Conference on Environment and Development (UNCED), held in Rio de Janeiro in June 1992, there was more knowledgeable and informed discussion of population issues than at any previous international conference where population was not the primary concern. In that sense, UNCED was perhaps a breakthrough for population. By the time the Conference ended, two things were clear: no discussion of sustainable development is complete without including population; and the discussion of population must be carried on from the point of view of the individual woman and man (see, e.g., Agenda 21, chap. 5). These two lessons were acknowledged in the preparations for the International Conference on Population and Development. At the meeting of the Preparatory Committee held in May 1993, it was agreed that empowering women should be a priority not only for its own sake but also because it was indispensable to the success of population initiatives.

129. The International Conference on Population and Development will provide a unique opportunity to place population squarely in the forefront of development activities. It will ensure that individuals are at the centre of all activities and decisions. It will also challenge the international community to reach

agreement on the appropriate balance between individual rights and responsibilities, on the one hand, and societal rights and obligations, on the other.

Notes

1/ Under the successor support-cost arrangement (approved by the Governing Council in decision 91/37, para. 10), beginning in 1992 all technical support service costs and administrative and operational services costs are included under programme expenditures. Thus, the concept of operational costs, as previously defined in the UNFPA work plan, as comprising agency support costs and the APSS budget, is no longer used by UNFPA. Technical support service and administrative and operational services costs include technical and administrative support services to country projects provided by executing agencies.